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Report of the Secretary-General on the Peacebuilding Fund

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The Peacebuilding Fund

Report of the Secretary-General**

Summary

The Peacebuilding Fund has now established itself as a unique, strategic, risk-taking and catalytic instrument for peacebuilding support. The present report provides an overview of the operations and activities of the Fund between 1 July 2007 and 30 June 2008.

To date, the Fund has attracted over US$ 269 million in pledges from 44 donors, exceeding the US$ 250 million funding target. The Fund is supporting peacebuilding initiatives in 4 countries that are on the agenda of the Peacebuilding Commission, as well as in 7 additional countries that have been declared eligible by the Secretary-General or that are receiving emergency window funding for urgent peacebuilding activities. A total of 37 peacebuilding projects have been approved and are at different stages of implementation.

The present report provides an update on the Fund's activities and achievements over the past year, and highlights the achievements and emerging lessons that require the attention of the United Nations system in order to further enhance the effectiveness of the Fund as a strategic instrument for consolidating peace in post-conflict countries.

* A/63/150.

** The delayed submission of the present report was due to the need for the Assistant Secretary-General for Peacebuilding Support, to widely and extensively consult the interdepartmental Peacebuilding Contact Group, whose members were away on mission.

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I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 60/287, in which the Assembly requested the Secretary-General to submit an annual report to the General Assembly on the operations and activities of the Peacebuilding Fund. The Fund is an integral part of the United Nations peacebuilding architecture, which also includes two other strategically linked yet functionally different pillars — the Peacebuilding Commission and the Peacebuilding Support Office. This is the second report to be submitted, covering the first full year of programming operations of the Fund from 1 July 2007 to 30 June 2008. It reviews the Fund's growing portfolio, progress on peacebuilding priorities and activities identified for its support, and emerging lessons and experiences.

II. Administration of the Fund

A. Operating framework

2. By two identical resolutions, the General Assembly and the Security Council requested the establishment of a multi-year standing United Nations Peacebuilding Fund as the Secretary-General's Fund for post-conflict peacebuilding (see General Assembly resolution 60/180 and Security Council resolution 1645 (2005)). The Fund was launched on 11 October 2006. As an integral part of the Fund's governance structure, the Peacebuilding Commission provides advice and guidance on the strategic focus of the Fund's activities in countries under its agenda. The Fund is a global multi-donor trust fund that provides a flexible mechanism for the provision of immediate, short-term, catalytic or gap-filling critical support during the early stages of a peace process, and can be made available to any country in exceptional circumstances and that is at risk of lapsing or relapsing into conflict.

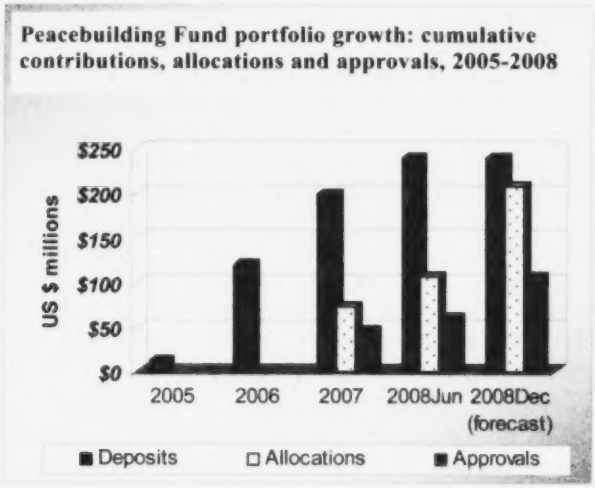
3. Through the Fund's distinct "three-window architecture" (comprising window I, countries on the agenda of the Peacebuilding Commission; window II, countries designated by the Secretary-General; and window III or the emergency window, an emergency facility available for urgent peacebuilding activities), it addresses post-conflict needs with a focus on four main areas, as outlined in its terms of reference (A/60/984, annex). Operationally, the Fund allows for a decentralized and flexible decision-making and disbursement process at the country level, with funds for approved priority peacebuilding activities being channelled through recipient United Nations agencies who have signed an agreement outlining accountability requirements with the Fund's administrative manager.

B. Contributions to the Fund

4. Since its inception and up to the period ending 30 June 2008, the Peacebuilding Fund has received pledges from 44 donors amounting to $269.9 million, indicating an increase of $43 million or 19 per cent over the pledge position in July 2007 (see annex I). Thus, current pledges exceed the $250 million funding target established at the Fund's creation (see figure I). Total firm commitments by the pledging donors stand at $249.9 million. Equally impressive has been the manner and speed with which the pledging donors have deposited their

commitments in the Peacebuilding Fund account, demonstrating their confidence in the scope, structure and operations of the Fund to date. During the reporting period, donors deposited a total of $238.5 million into the Fund account. The range of commitments made by donors varies from amounts of $5,000 to $50 million, with eight donors accounting for about 80 per cent of the funds deposited to date. The top eight contributors in terms of actual contributions to the Fund are Sweden ($42.3 million), the United Kingdom ($36 million), Norway ($32.1 million), Japan ($20 million), Canada ($18.8 million), the Netherlands ($18.5 million), Ireland ($12.6 million) and Germany ($10 million). Over 20 developing countries have made contributions to the Fund, illustrating its broad donor base and growing Member State support. In addition, different modalities are used to pledge funds to the Fund, with some donors making multi-year pledges. The Fund has also benefited from its first private donation of $18,933 made by a single individual.

Figure I



C. Allocations and disbursements

5. Of the $238.5 million programmable funds deposited in the Peacebuilding Fund account, a total of $106.9 million or 44.8 per cent of total Fund deposits have been allocated to support Fund activities in the four countries on the Peacebuilding Commission's agenda, in one of the five countries declared eligible for window II funding and for seven emergency projects under window III funding. For the financial year to 31 December 2007, an additional amount of $8.4 million[1] was earned in the form of interest and investment income. This amount will be considered as additional resources to finance approved Fund projects. The balance of unprogrammed funds, which are available for new Fund countries and pipeline projects, stood at $131.6 million (55.2 per cent of total deposits).

[1] Of which $0.6 million is interest income reported by recipient United Nations organizations.

6. Since the creation of the Peacebuilding Fund, a total of 37 projects have been approved to support priority plan activities and emergency window activities in nine post-conflict countries: Burundi, Central African Republic, Cote d'Ivoire, Guinea, Guinea-Bissau, Haiti, Kenya, Liberia and Sierra Leone (see annex II). The status of implementation of approved Fund projects is discussed in greater detail below. Under windows I and II, the level of allocated funds that have already been transferred to recipient United Nations organizations is as follows: Burundi (89 per cent), Guinea-Bissau (98 per cent), Liberia (0.6 per cent) and Sierra Leone (46 per cent). Under the emergency window, seven projects amounting to $5.9 million have been approved.

D. Fund liquidity and resource mobilization

7. As a multi-year standing fund, the Peacebuilding Fund requires continuous income to maintain its operability. At the moment, the funding situation appears relatively healthy, with an available unprogrammed balance of about $131.6 million. In line with standard trust fund management guidelines, a fund-raising drive is initiated if resources available for funding drop below a predetermined minimum amount. In the case of the Peacebuilding Fund, projected funding requirements[2] indicate that a replenishment exercise will be required in late 2008.

III. Country achievements and progress

A. Country activity and process analysis

8. An update on the Peacebuilding Fund country projects approved under the three windows is set out below, indicating funds allocated and projects contributed to peacebuilding efforts in the respective countries (see also annex II).

Window I
Countries before the Peacebuilding Commission

1. Burundi

9. Burundi is one of the first two countries to come before the Peacebuilding Commission. To date, project delivery stood at about 33 per cent of a total of 17 approved projects, a figure that shows improvement following a poor start-up period for almost all projects. Peacebuilding Fund projects in Burundi experienced various degrees of delays in implementation, caused by the unfavourable political environment, capacity constraints and a lack of familiarity among most implementing partners with the basic programming rules and procedures. Various corrective measures, including targeted training and increased in-country support, are being implemented by the United Nations Integrated Office in Burundi (BINUB), the Peacebuilding Support Office and the United Nations Development

[2] Additional programming needs for 2008 (estimated at $100 million) will cover new allocations for the four countries that have been declared eligible under window II but have not yet finalized a priority plan as well as second funding tranches for window I countries (Guinea-Bissau and the Central African Republic).

Programme (UNDP) Multi-Donor Trust Fund Office. Recent upward trends in delivery confirm the effectiveness of those measures.

2. Sierra Leone

10. By the end of June 2008, about 47 per cent of the Peacebuilding Fund allocation of $35 million had been committed through seven projects approved by the National Steering Committee. Three of the projects are operationally completed. Total Peacebuilding Fund delivery has increased steadily after a slow start. There were no new project approvals since July 2007, when the National Steering Committee stopped being convened by the outgoing Government just prior to the elections. The National Steering Committee was reconstituted in March 2008 and started its work with a review of the priority plan in order to realign the plan with the Integrated Peacebuilding Strategy endorsed by the Peacebuilding Commission in December 2007. It is expected that the bulk of the remaining funding will be approved by July 2008.

3. Guinea-Bissau

11. Guinea-Bissau was referred to the Peacebuilding Commission in December 2007 by the Security Council and was declared eligible for Peacebuilding Fund support on 11 March 2008. To ensure better sequencing between the work of the Commission and the implementation of the Fund, in consultation with the chair of the Guinea-Bissau configuration, a two-step approach was adopted. This approach consists of the immediate development of an interim priority plan, with a focus on providing immediate peace dividends, and a follow-up comprehensive priority plan, which will be developed once the Peacebuilding Commission and the Government have adopted an integrated peacebuilding strategy. Stakeholders agreed on priority areas focusing on (a) security and justice sectors reform (including drug trafficking); (b) youth employment and income-generation; and (c) governance. Guinea-Bissau moved quickly to establish the requisite Peacebuilding Fund infrastructure, including a multi-stakeholder Joint Steering Committee. Following the approval of an initial window I funding envelope of $6 million, four priority projects were approved. The Guinea-Bissau process suggests that the early provision of peace dividends as part of an initial phase ensures that the Fund can tackle critical issues early while allowing focused additional funding to support the initial implementation of the integrated peacebuilding strategy once adopted.

Window II
Countries declared eligible for Fund support by the Secretary-General

12. Within the past year, the Secretary-General has used his prerogative to declare the eligibility for Fund support of six additional countries that are at risk of lapsing or relapsing into conflict. To determine whether a country should be considered by the Secretary-General for eligibility for funding from window II, the Peacebuilding Support Office carried out desk reviews to assess if country criteria and Fund terms of reference requirements were met. Relevant United Nations departments and external specialists were consulted in this process. Guidance on the development of the eligibility criteria and analysis was received from the Fund Advisory Group

appointed by the Secretary-General. The resulting framework includes an analysis of context, actors, peacebuilding activity gaps, funding gaps and capacity gaps. This analysis informed the interdepartmental review process, tasked to review the eligibility recommendations. Upon positive recommendation and taking into account the analysis provided, the Secretary-General confirmed and decided to declare these six countries eligible.

4. Central African Republic

13. The Central African Republic was declared eligible to receive the support of the Fund in January 2008 to help address priorities essential for the consolidation of its peace. While the political situation in the country remains complex, underlined among other issues by weak State capacity, recurrent instability and lawlessness etc., the conclusion of a ceasefire agreement provided a new opportunity for enhanced peacebuilding support. The priority plan, approved in May 2008 for the amount of US$ 10 million, identifies three short-term priority areas for funding (a) security sector reform; (b) promoting good governance, decentralization and public services provision; and (c) revitalization of communities affected by conflict. In May 2008, the Central African Republic became the fourth country to be referred to the Peacebuilding Commission and will thus be considered a window I country in future reports.

5. Comoros

14. Comoros was declared eligible to receive the support of the Fund on 25 June 2008 following a Government request. Although the political situation and inter-island relations in the Comoros are described by the United Nations country team as "stable but fragile", the country has witnessed numerous coups or attempted coups that have made it difficult to advance peace and stability. Recently, the 2001 power-sharing agreement, the Fomboni Accord, was challenged when rebels seized power in the Anjouan Island of Comoros, leading to an intervention by the African Union and Comorian soldiers to help the federal Government regain control. It is anticipated that the priority plan may focus on helping restore basic social services; addressing protection concerns; promoting conflict prevention; and rehabilitating and reintegrating ex-combatants. Supporting the "inter-Comorian dialogue" is also considered key to overall peacebuilding in the Comoros.

6. Côte d'Ivoire

15. Côte d'Ivoire was declared eligible to receive Peacebuilding Fund assistance on 19 June 2008. Although the security and political climate in Côte d'Ivoire has improved since the signing of the Ouagadougou Agreement in 2007, the country is still fragile, with the situation characterized by persistently high levels of violent crime and a lack of progress in disarming rebel forces and militia groups. The country's peacebuilding needs are outlined in a priority plan recently prepared by the United Nations and the Government. A window II funding envelope of $5 million has since been approved by the Secretary-General, specifically to support reintegration and rehabilitation projects for former combatants and the continuation of support to facilitation efforts undertaken in the framework of the Ouagadougou Political Agreement.

7. Guinea

16. Guinea has been plagued by political instability that has its roots in a population weary of deteriorating living conditions, and that led, in 2007, to violent street protests. In response, PBF emergency is supporting a process for national dialogue in order to help address the problems in the country. The resulting open dialogue between the Government, the trade unions and other civil society groups has helped restore confidence among the various political actors while contributing to discussions on the country's electoral process that will lead to the holding of credible elections. Peacebuilding priorities in Guinea Conakry are numerous, and include the need for continued support to the national dialogue so that consensus can be reached on the reform agenda, addressing corruption and youth employment. Following a country situation analysis, Guinea was declared eligible to receive support under window II on 25 June 2008.

8. Liberia

17. Liberia was the first country to be declared eligible for window II funding in October 2007. Liberia was considered a country in a pivotal transitional recovery phase, with peacebuilding considered a cornerstone of national development and peace consolidation. The Peacebuilding Fund country envelope of $15 million was announced in December 2007 to support a strategic plan with three priority areas: (a) national reconciliation and conflict management; (b) promotion of peace and conflict resolution; and (c) strengthening State capacity for peace consolidation. Although not a Peacebuilding Commission country and hence lacking an overarching peacebuilding strategy, Liberia's eligibility and access to Peacebuilding Fund resources has all the building blocks (poverty reduction strategy paper, United Nations Development Assistance Framework etc.) that were considered in devising that country's priority plan. Its experience is considered a good practice that initiated deeper in-country thinking on a more holistic planning process for peacebuilding. The intense planning process adopted has, however, slowed project approval process. The first two projects were approved in June 2008. Emergency window resources are being used to test alternative reconciliation approaches that can be scaled to the national level.

9. Nepal

18. The second country to be declared eligible under window II was Nepal in late December 2007. Assistance from the Fund will be channelled through an existing funding mechanism — the United Nations Peace Fund for Nepal with a view to contribute to coherence, efficiency and aid effectiveness in relation to the peace process. Political developments in the country (e.g., elections) resulted in a delayed take-off of the Fund in Nepal. The holding of elections resulting in the election of a new Government now provides a fresh opportunity to support ongoing peacebuilding processes in the country. A priority plan is anticipated to be adopted in July 2008.

Window III
Emergency window

19. The Peacebuilding Fund emergency window (window III) is supporting projects in seven countries (Côte d'Ivoire, the Central African Republic, Guinea, Liberia, Burundi, Haiti and Kenya), with a focus on supporting political dialogue (2 projects), national reconciliation (2), security support (1) and support for peace agreements (2). An analysis of the projects supported indicates that the emergency window has provided flexibility for the Secretary-General to respond quickly without a lengthy referral process, while demonstrating the Fund's ultimate risk-taking capabilities in response to imminent threats to peace. Start-up of emergency window projects has shown delays, revealing on the one hand the need for further discussions prior to project start, while also highlighting the need for proper planning and implementation modalities. Project extensions beyond the initial six-month time frame were therefore provided in several cases (Côte d'Ivoire, Liberia and Haiti).

B. Highlights of thematic priority areas

20. The Peacebuilding Fund approach is based on the recognition that stable peace must be built on social, economic and political foundations that serve the needs of the population. Many post-conflict situations addressed by the Fund have systemic roots whose causes are typically complex but include unequal political representation, skewed land distribution, marginalization, lack of access to justice and respect for human rights. The Peacebuilding Fund priority planning process is helping countries to analyse and deal with some of the structural causes of the conflict and to prioritize the most critical interventions needed for peace consolidation. Highlights of the achievements of the Fund during its first full year of operations, arranged by thematic area, are set out below.

Promoting good governance and the rule of law

21. Several efforts in this category are receiving Peacebuilding Fund support, mainly from window I, to enhance democracy and the rule of law in post-conflict countries. In Burundi, the support for anti-corruption and embezzlement project is an anti-corruption drive to help convince public officials, citizens and the business community against corrupt tendencies and illicit acquisition of property that undermines the quality of good governance and the legitimacy of the peace process.

Security sector reform

22. Supporting the reform of national security institutions, as well as civilian control, oversight and governance of the security sector, are recognized as part of the overall equation in helping to restore peace and security in a post-conflict situation.[3] The Peacebuilding Commission identified and is supporting security sector reform as a critical peacebuilding intervention in Sierra Leone, Burundi and Guinea-Bissau. Rehabilitating barracks and the improvement of living conditions for integrated defence forces are support priorities in Burundi, Sierra Leone and

[3] See Security Council report, "Update report on security sector reform", Update Report, No. 1 (14 February 2007).

Guinea-Bissau. For example, in Burundi this support will result in the rehabilitation of 14 barracks and in improved living conditions for army personnel and their families in Sierra Leone. Reform of the national intelligence service in Burundi, with the specific goal of clarifying its post-conflict role in preventing security threats, is being carried out together with the implementation of measures to address allegations that some agents are participating in human rights violations. The most noticeable impact of Peacebuilding Fund support for the security sector reform comes from Sierra Leone, where two Fund projects were instrumental in professionalizing and strengthening the capacity of the Sierra Leone police and security sector to maintain public order and security and reduce criminality during and after the 2007 elections.

Justice delivery and sector reforms

23. The Peacebuilding Fund is supporting the development of systems of criminal justice that deter and punish banditry and acts of violence (Burundi, Sierra Leone). Improved police mechanisms are being established and Government officials and members of the police force trained to observe basic rights in the execution of their duties. In addition, legislation protecting minorities and laws securing gender equality is being advanced, while efforts are being made for courts and police forces to be free of corruption and discrimination. In support of the delivery of justice and rehabilitation of the judicial system in Burundi, the Peacebuilding Fund is helping to address the huge backlog of judicial decisions and judgements that have not been executed since 1993, and to facilitate for the construction of 32 courts throughout the country to enable systematic and structured discharge of justice in established courts. Those efforts have also helped strengthen the capacity of judicial personnel; to date, 550 magistrates, court clerks and bailiffs have been trained nationwide. In Sierra Leone, support for the justice sector has also improved the court's capacity, leading to the clearance of a backlog of over 700 criminal and civil cases.

Promoting and protecting human rights

24. Burundi and Sierra Leone both have projects supporting the creation of Commissions to carry out the institutional functions of promoting and protecting human rights through investigations and multi-stakeholder sensitization activities. In Sierra Leone, the creation and operationalization of the National Rights Commission of Sierra Leone has resulted in the newly established Commission addressing human rights violations cases involving deprivation of life, discrimination and political intolerance, prolonged delay in trials, denial of right to education, over detention etc. In a bid to monitor Truth and Reconciliation Commission recommendations, the Human Rights Commission has taken custody of the Truth and Reconciliation Commission archives and is also advocating for reparations for war victims.

Youth empowerment and employment

25. The Peacebuilding Fund is giving priority consideration to the engagement of at-risk unemployed youth in peacebuilding/economic empowerment interventions in Burundi, Sierra Leone, Liberia, and Guinea-Bissau. Youth unemployment is a common challenge for most post-conflict countries, and appropriate interventions are being devised to help support youth by establishing targeted self-help schemes, skills training and character-building initiatives, supporting labour-intensive public work programmes etc. In Sierra Leone, youth enterprise development project, with

Peacebuilding Fund funding, is supporting the creation of small-scale enterprises as a potential source for self-employment and sustainable livelihood for the unemployed young population, although this strategic intervention has faced numerous start-up difficulties associated with its weak design, complexity and undue political interference that retarded progress. Following the Peacebuilding Support Office intervention, appropriate measures have been adopted to address some of these challenges including outsourcing the microfinance component, involvement of the United Nations Industrial Development Organization and the International Labour Organization on skills development and collaborating with the United Kingdom Department of International Development on the assessment of the capacity of vocational institutions to provide youth apprenticeship training.

Tackling property and land dispute

26. Land dispute was one of the main causes of conflict and socio-political crises at the community level in Burundi and Liberia. To address this factor, the Peacebuilding Fund is providing support for measures that are critical for the peaceful resolution of land disputes. Fund efforts have strengthened the capacity of the National Commission of Lands and Other Properties (Burundi), leading to the establishment of a comprehensive inventory of land disputes and the identification of appropriate regulations to address the urgent disputes that account for over 80 per cent of conflicts registered in courts. To date, country-wide campaigns targeted at the affected populations have been conducted, while the systematic identification of illegally occupied land has led to proper documentation of over 8,000 land dispute cases and resolution of at least 180 of them.

Return and resettlement of refugees

27. In Burundi, the Peacebuilding Fund supported "social reintegration of displaced families", with a view to assisting the relocation and resettlement (and housing) of 995 internally displaced persons who sought refugee in military barracks during the conflict period. At the request of the Government of Liberia and the United Nations Mission in Liberia, Peacebuilding Fund support in the Nimba County, once completed, is expected to address the delayed repatriation and reintegration of 40,000 Liberian refugees.

Promoting inclusive national political dialogue

28. The promotion of inclusive dialogue for conflict resolution has become a key dimension of peacebuilding. A number of Peacebuilding Fund recipients (Burundi, Liberia, the Central African Republic and Guinea) are utilizing this mechanism to build national consensus and broad-based strategies to prevent, manage and avoid future conflicts. All three Peacebuilding Fund windows are supporting interventions that promote and establish national dialogue for peacebuilding, with commendable results for overall peacebuilding efforts. The inclusive political dialogue process led by the United Nations Peacebuilding Office in the Central African Republic has initiated a reconciliation process aimed at bringing to an end the recurrent political and security crises, and will also lead to a review of procedures for free and fair elections in 2010. In Guinea, an international facilitator has been contracted to help facilitate national dialogues aimed at restoring confidence among the various political actors following political instability and violence in the country.

Support to peace agreements and ceasefires

29. In Côte d'Ivoire and Burundi, the emergency window provides critical funding to ensure the monitoring and implementation of peace agreements. Ivorian parties are being supported to resolve the prolonged impasse in the peace process through the Burkinabé facilitation and the adoption of a road map to free and fair elections in 2008. In Burundi, strengthening by the Peacebuilding Fund of the capacity and credibility of the Political Directorate to play a catalytic role in taking further the peace process under the Ceasefire Agreement of 2006 has helped the return to the country, on 30 May 2008, of the Burundi rebel group to participate in the ceasefire and peacebuilding exercise.

Democratization and electoral reform

30. Democratization is part of a comprehensive strategy to rebuild society's public institutions in order to provide fundamental services to its citizens. Peacebuilding efforts being supported by the Peacebuilding Fund focus on State-building and the establishment of effective Government institutions and electoral reforms. In this respect, Peacebuilding Fund support for democratization processes seeks to establish legitimate, predictable, transparent and stable political institutions and civil liberties that allow for meaningful competition for political power, with broad participation in the selection of leaders. The support of the Fund for the National Electoral Commission in Sierra Leone is considered a flagship intervention effort of the Fund. Timely mobilized and executed, this operationally completed intervention provided the much-needed and critical logistical and training support required for the credible and transparent nationwide presidential and parliamentary elections held in 2007.

Promoting reconciliation and conflict prevention

31. Healing, confidence and trust-building, as well as future imagining, are important elements of reconciliation and conflict prevention that are being used in Peacebuilding Fund-supported peacebuilding. In the Central African Republic, Guinea, Kenya and Burundi, the Fund is supporting transformation of conflicts through effective bridge-building communication and negotiation at both the leadership and grass-roots levels. For example, an "emergency volunteer scheme" rapidly launched in Kenya for community healing and reconciliation is being scaled up to the crisis-affected Rift Valley region using Peacebuilding Fund funding. The Fund is also helping countries to deal with their painful past by responding to previous human rights violations through the establishment of truth commissions, fact-finding missions and war crimes tribunals (Burundi, Sierra Leone and Liberia). Although it is still too early to judge the outcome of those efforts, the early feedback shows that feuding parties open up to dialogue with a view to overcoming grief, fear and mistrust and thus enhances the sense of security.

IV. Effectiveness and relevance of Fund methodology after a year of operations

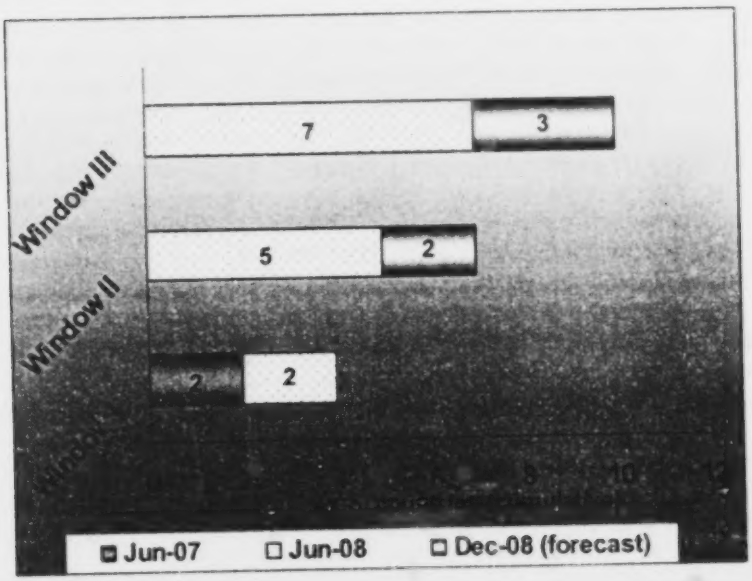
A. Emerging lessons and experiences

32. A number of useful lessons and experiences have emerged from the early implementation of the Fund, as described below.

Need for proactive promotion of the Peacebuilding Fund

33. At the end of the last reporting period, only two countries had been declared eligible for funding from the Peacebuilding Fund. With no additional countries coming before the Peacebuilding Commission until 2008, the Peacebuilding Support Office used a proactive strategy to identify additional countries eligible for Fund support and to engage in early dialogue with United Nations country teams and Governments. The Secretary-General also used the Fund increasingly to support countries he had visited or who had approached him directly for support. This strategy resulted in six additional countries[4] being declared eligible for funding by the Secretary-General (window II) and the identification of seven emergency window projects. As a result, the number of countries accessing the Fund through its three-window architecture has grown significantly since the June 2007 report and is projected to grow further in the forecast period (see figure II).

Figure II
Peacebuilding Fund allocations: cumulative growth trend, by country, June 2007-December 2008



[4] The Central African Republic was originally a window II country but was moved to the window I category following its engagement with the Peacebuilding Commission.

Greater focus on the start-up phase

34. The time lag between eligibility declaration and the approval of the first projects averaged seven months, the exception being Guinea-Bissau, where four projects were approved within two months. In order to accelerate the process, more support is provided to the field during the critical start-up phase, e.g. for the preparation of priority plans.

Ensure greater synergies with the work of the Peacebuilding Commission

35. Reflecting on lessons learned in Burundi and Sierra Leone, where there was initial confusion on roles and responsibilities of the Peacebuilding Commission and Peacebuilding Fund, a new sequencing approach was successfully adopted for Guinea-Bissau. As soon as Guinea-Bissau was declared eligible, a Peacebuilding Fund support mission was sent to the field to assist in the preparation of the priority plan. An interim priority plan was approved, funding four key projects for US$ 6 million. The priority plan will be amended once the Integrated Peacebuilding Strategy has been adopted by the Peacebuilding Commission and a second funding tranche will be released at that time. Peacebuilding Fund funding for the Central African Republic will build on this experience, awaiting the finalization of an integrated peacebuilding strategy before the release of additional funds in addition to the allocation of $10 million under window II modality. For countries on the agenda of the Peacebuilding Commission, it will be necessary to develop a communication and awareness strategy that clarifies the roles and responsibilities of, as well as synergies between, the Peacebuilding Fund and the Peacebuilding Commission.

36. Regular updates are now provided to the Peacebuilding Commission, either as part of informal Organizational Committee meetings or as part of country-specific configurations on approvals and performance in Peacebuilding Commission countries. That increased transparency has ensured greater knowledge of operational issues and concerns by the Commission and has created greater synergies between the programming of the Fund and the work of the Commission. Projects funded by the Peacebuilding Fund are also visited by Commission delegations on an annual basis.

Address weak programming and absorptive capacities

37. The slow disbursement rates and delayed start-up of Peacebuilding Fund projects in Burundi and Sierra Leone are in part the consequence of weak project design, limited programming experience and low absorptive capacities of United Nations recipient agencies and their implementing partners. To address that concern, early training is being provided for new programmes and national steering committees are urged to thoroughly assess the absorptive and skills capacities of potential United Nations recipient agencies and implementing partners before they are selected for Fund funding. In Burundi, training was organized by the United Nations Integrated Office in Burundi for all key stakeholders, while in Sierra Leone some projects were revised to reflect increased management capacity.

Improving quality of programming

38. In Liberia, the joint steering committee found itself rejecting many proposals for Peacebuilding Fund funding owing to a poor understanding of peacebuilding and

poor design quality. Additional advisory services were brought in to help recipient agencies and implementing partners in the development of project proposals.

Improving global support

39. The growth of the portfolio to 37 projects and 9 window I and II countries has had implications for the support capacity of the one-person unit set up in the Peacebuilding Support Office and has shown that the size of the global infrastructure to guide the Fund's operations has been seriously underestimated. While additional resources were provided from within the Peacebuilding Support Office, the secretariat needs considerable strengthening so it can provide programmatic support to ongoing programmes, ensure appropriate Peacebuilding Fund country infrastructure and undertake monitoring for the entire portfolio. The Peacebuilding Support Office, with the support of the UNDP Multi-Donor Trust Fund Office, has therefore taken measures to increase the staffing of the global support secretariat, in addition to providing more resources for field visits, technical advisory services and training.

B. Illustration of the Fund's value-added to peacebuilding

40. The Peacebuilding Fund has advanced the notion put forward by the Secretary-General (see A/47/277-S/24111) that peacebuilding consists of a wide range of activities associated with capacity-building, reconciliation and societal transformation. To that end, the Fund has been supporting countries to build sustainable peace and security while making positive strides to prevent the recurrence of violence in post-conflict countries; it has achieved this by helping countries to address some of the causes and effects of conflicts through reconciliation, institution-building, political and economic reforms. While it is still early to assess the projects being implemented, three forms of value-added can already be documented from country experiences.

The Peacebuilding Fund has played a catalytic role

41. The Peacebuilding Fund aims to fill funding gaps while the international donor community prepares for longer-term commitments, as well as to attract new and additional sources of funding. The Fund is playing this catalytic role by engaging or re-engaging partners. The rehabilitation of the judiciary and resident tribunals and rehabilitation of barracks of armed forces in Burundi, which received additional support from Luxembourg ($0.3 million) and the Netherlands ($1.4 million), are relevant examples, as is the support to the direct dialogue facilitated by Burkina Faso in Côte d'Ivoire that received additional funding from Norway. National steering committees, which systematically include representatives of bilateral and multilateral contributors, have maximized the catalytic potential of interventions. In Burundi, the Steering Committee works closely with the Comité national de coordination des aides to ensure coherence between planned interventions, the poverty reduction strategy paper and other ongoing programmes financed by the international community.

The Peacebuilding Fund has focused on areas that attract little funding, building on a lower risk aversion

42. The Peacebuilding Fund aims to target areas where funding is traditionally insufficient or not covered by official development assistance (ODA) criteria. This includes projects where contributors usually perceive higher risks in terms of project implementation and monitoring. The Fund achieved this objective on several occasions, such as to support the negotiation of peace agreements and reconciliation processes (emergency projects in Burundi, the Central African Republic, Côte d'Ivoire and Guinea), for specific security sector reform activities (e.g., rehabilitation of barracks in Burundi) or for the re-establishment of essential services that contribute to peace consolidation (e.g., justice sector in Burundi and Sierra Leone).

The Peacebuilding Fund is building on national ownership and partnership

43. Ownership is ensured through the priority plan, prepared under the leadership of the Steering Committee and co-chaired by the Government and the United Nations representative. This arrangement ensures national ownership, as is the case in the Central African Republic, where the Government assumed early leadership on the priority plan. In Burundi, more than 12 different Government entities have been implementing Fund projects. National ownership of peacebuilding efforts has been significantly enhanced by the decentralization to the country level of authority to set and identify priorities and project approval, while broad stakeholder participation has enhanced the credibility and outreach to instil a sense of ownership and empowerment in peacebuilding processes.

V. Oversight of the Fund

A. Global level: reliance on global advice and convening the United Nations system

44. Overall guidance on the Fund has been provided by an Advisory Group appointed by the Secretary-General. Since the last report, the Advisory Group has held two meetings, at which it considered and provided guidance on issues ranging from the Group's advisory responsibilities to emerging strategic lessons and experiences.

45. At its first meeting, held in September 2007 and attended by all 10 members, the Advisory Group reviewed its terms of reference and operating procedures. At its second meeting, on 5 and 6 March 2008, it reviewed the Fund's first year of full operations and tackled emerging challenges and lessons. The Advisory Group provided useful guidance on the use of the various Fund windows, funding allocations criteria, emerging challenges and opportunities, the independent evaluation of the Fund in 2008, and ways to improve project performance and delivery (see box). In proposing OIOS as the independent evaluator, the Advisory Group stressed the importance of the early evaluation to help further strengthen the Fund's methodology, operational capabilities and scope.

Second meeting of the Peacebuilding Fund Advisory Group, March 2008: summary of recommendations

- Improvements are needed on the speed of project approvals and start-up of activities.
- Support to the early establishment of Peacebuilding Fund infrastructures to enhance local capacity.
- Adoption of harmonized planning approaches for peacebuilding interventions.
- Synchronization of Advisory Group meetings with the annual reporting cycle of Fund projects.
- Holding of a Fund replenishment exercise for late 2008 to ensure an adequate level of resources.
- Ensure the independence of the planned external evaluation of the Peacebuilding Fund by requesting the services of the United Nations Office for Internal Oversight Services.

46. The United Nations interdepartmental Senior Policy Group on Peacebuilding[5] has also played a critical oversight role in the context of the global decision-making processes of the Peacebuilding Fund, especially as it relates to the review of countries to be declared eligible for the Fund, the review of submitted priority plans and the approval of emergency projects. The Assistant Secretary-General for Peacebuilding thus takes global Fund decisions based on the advice and recommendations of the Senior Policy Group.

B. Country level: enhancing national ownership in peacebuilding

47. In recognition that various internal stakeholders play an important role in peacebuilding and reconstruction efforts, the in-country decision-making structures of the Peacebuilding Fund have encouraged broader participation in peacebuilding strategy formulation and its execution. These structures have enabled a partnership approach to peacebuilding that requires coordination of the various actors. National Governments, international organizations, bilateral donors, international and local NGOs, civil society and the private sector are participating in Fund decision-making processes to ensure that its resources are being invested in agreed priority areas that help to address peacebuilding challenges.

[5] Comprising senior officials, at the Assistant Secretary-General level, of the Peacebuilding Support Office, the Departments of Peacekeeping Operations, Political Affairs and Economic and Social Council, the Offices for the Coordination of Humanitarian Affairs and of the United Nations High Commissioner for Human Rights, the UNDP Bureau for Crisis Prevention and Recovery, and the Development Operations Coordination Office. The Senior Policy Group is complemented by a working-level group known as the Peacebuilding Contact Group.

VI. Monitoring and evaluation

A. External evaluation of the Peacebuilding Fund

48. In his report establishing the Peacebuilding Fund, the Secretary-General envisaged an independent evaluation of the Fund, to be commissioned no later than two years from the adoption of its terms of reference (A/60/984, annex). At its second meeting, in March 2008, the Peacebuilding Fund Advisory Group recommended that the evaluation be undertaken by the United Nations Office of Internal Oversight Services Inspection and Evaluation Division in order to ensure independence, objectivity and impartiality. The objective of the evaluation, which was commissioned in March 2008, is to assess the operations and results of the Fund and propose enhancements to its modus operandi and functions. It is anticipated that the draft evaluation report will be submitted to the Peacebuilding Support Office for review no later than end October 2008 and submitted to the Advisory Group at its third meeting, on 14 and 15 October 2008. On the basis of that evaluation, the Secretary-General intends to initiate a review of the terms of reference of the Peacebuilding Fund, consult with the Advisory Group and then obtain the advice of the Peacebuilding Commission and the General Assembly on revising the terms of reference of the Fund. The review process is expected to take into account the lessons learned during the initial two years of operations, emerging developments and experiences in the field of early recovery financing, recommendations arising from the independent evaluation and the advice of the Advisory Group and the Peacebuilding Commission.

B. Donor and Peacebuilding Commission briefing meetings

49. Donor and Peacebuilding Commission briefings are an integral part of the communication and outreach strategy of the Peacebuilding Support Office, which aims to share information on progress and challenges, updates on the status of the Peacebuilding Fund multi-donor trust fund, and lessons and experiences emerging from the Peacebuilding Fund process. These briefings offer a platform for open discussion on Peacebuilding Fund operations at the global and country levels between the Peacebuilding Support Office and donors. Three donor briefings and three Peacebuilding Commission briefings were held during the period July 2007-June 2008. An additional presentation was also provided in April 2008 to inform the members of the Peacebuilding Commission Guinea-Bissau configuration on the approved interim priority plan for the country. Increasingly, donor briefings include presentations by project leaders and partners, such as presentations on the use of the emergency window in Liberia and Guinea.

C. Country-level monitoring

50. With decentralized authority, in-country national or joint steering committees have also assumed the core responsibility of monitoring and tracking Peacebuilding Fund projects and implementing the priority plan. In compliance with the rules and procedures, recipient United Nations agencies have thus prepared quarterly and annual narrative and financial progress reports on projects, which are considered by national steering committees and subsequently submitted to the Peacebuilding

Support Office. The use of United Nations agencies for Peacebuilding Fund delivery has enhanced accountability in terms of the disbursement and utilization of funds. However, the application of a results-based framework has lagged behind, making it difficult to comfortably assess the impact of the Peacebuilding Fund on overall peacebuilding.

D. Peacebuilding Support Office country support missions

51. Peacebuilding Support Office support for Peacebuilding Fund countries has involved fielding technical support missions to jointly review priority plans; identify appropriate in-country infrastructures; monitor progress; support project conception and formulation; trouble-shoot implementation problems; and undertake training. During the review period, a series of country support missions, some undertaken jointly with the UNDP Multi-Donor Trust Fund, were fielded, including missions to (a) Sierra Leone and Liberia (January 2008 and April-May 2008) to re-launch the Peacebuilding Fund following the Sierra Leone elections; (b) Guinea-Bissau (14-18 March) to consult and strategize on a Peacebuilding Fund interim priority plan and its scope; (c) Central African Republic to finalize the priority plan and establish the Fund's presence; and (d) Côte d'Ivoire to finalize the priority plan and a technical review of proposed activities, and establish the Fund's presence.

VII. Partnership building and collaboration with other funds

52. The Peacebuilding Fund has reached out to other funds, such as the United Nations Democracy Fund, the Human Security Trust Fund and the Central Emergency Response Fund, to share experiences, methodology and lessons learned. At times, requests for Peacebuilding Fund emergency window funding that were outside of the scope of the terms of reference of the Fund were referred to these three funding facilities. In turn, both the United Nations Democracy Fund and the Central Emergency Response Fund have shared projects with the Peacebuilding Fund, and the former invited Peacebuilding Fund staff to participate in the work of a technical review committee. More interaction with these three funding instruments, as well as other funds, is needed and envisaged for the future.

VIII. Conclusions and the way forward

53. The Peacebuilding Fund is well established as a unique and strategic instrument for early peacebuilding support for the United Nations as a whole. However, for the Fund to adequately fulfil its role as a strategic, catalytic, quick-response facility with the requisite peacebuilding technical capabilities and skills, further human/institutional investments and reform adjustments are urgently required. As a way to improve the Fund's effectiveness, the present report puts forward the conclusions and suggestions set out below, some of which will need to be factored into the planned review of the terms of reference.

Architecture and methodology

54. The concept of peacebuilding is not well understood by all actors and more in-country training is needed prior to setting up the Peacebuilding Fund infrastructure. The Fund's terms of reference should clearly define and publicize the scope of early peacebuilding activities to ensure that the Fund focuses on delivering strategic, value-added results during the earliest stages of the peacebuilding process. Current funding criteria and guidelines will require continued updating under the guidance of the Advisory Group in order to reflect experience on the ground and ensure that the funding scope remains relevant and appropriate.

55. The Peacebuilding Fund has shown that it can function well as a flexible and stand-alone mechanism. This ability should be preserved, while ensuring strong performance accountability mechanisms. Frequent interaction with the Peacebuilding Commission, in the form of quarterly progress reports and communications, is needed to ensure optimum synergies and also that lessons learned from the Fund's operations are factored into Peacebuilding Commission discussions, in particular for countries before the Commission.

56. The ability of the Fund to address large-scale early recovery situations has not yet been fully tested. Its methodology should therefore be flexible enough to provide for a broad range of post-conflict early recovery situations, including those where local capacities need initial strengthening prior to decentralized resource allocation.

57. The emergency window has worked well, although it has not been able to meet the demand for larger-scale stand-alone projects. The scope, size and use of the emergency window may need to be reviewed to allow the Fund to support larger-scale operations on a case-by-case basis, without the need for setting up an entire window II infrastructure.

Structured coordination and simplified implementation modalities

58. United Nations agency programming modalities and procedures have been one of the key causes of delays in project implementation. Agencies should develop more appropriate mechanisms for early recovery interventions and adapt procedures in line with the Fund's uniqueness. There may also be a need to simplify national Peacebuilding Fund coordination structures, which have been described as too cumbersome in Sierra Leone and Burundi.

Technical and support capacity and capabilities

59. The capacity of the Peacebuilding Support Office to effectively monitor and backstop the Peacebuilding Fund at the country level is limited and significantly lower than that of comparable funds. In view of the rapidly expanding number of Peacebuilding Fund countries, additional staff capacity is required to address crucial programme management and planning, monitoring and evaluation needs. In addition, resources are required to build surge capacity to support new and ongoing programmes, monitoring visits, technical advisory services, global training and monitoring and evaluation systems.

60. Simultaneously, in-country capacity to manage the Peacebuilding Fund portfolio needs careful review to ensure sound project design and implementation. In order to better support the national steering committees and implementing

partners, in-country support budgets should include appropriate provision for staff (both analytical and project management), monitoring and evaluation, training, technical support services and transport.

61. Many new programmes had initial difficulties and delays due to the high initial workload during Peacebuilding Fund start-up. Surge capacity should be provided to ensure appropriate in-country capacity to implement the Fund. Funding for such surge capacity is required to ensure appropriate capacity to implement the Fund. Such surge capacity should be funded from the Peacebuilding Fund overhead or from other existing surge mechanisms for early recovery, such as the UNDP Bureau for Crisis Prevention and Recovery.

Review of the use of global support costs

62. The use of global support costs (up to 3 per cent) to support in-country Peacebuilding Fund secretariats only funds limited in-country secretariats. The current Peacebuilding Fund policy to cover operational costs entirely from the overhead should be reviewed, in particular for countries with smaller funding envelopes, because this limits the Fund's ability to set up appropriate secretariats to build local capacity. The Peacebuilding Support Office will also learn from Fund pilot projects that fund project management units or peacebuilding support offices in relevant Government ministries as part of an effort to build national capacities.

Enhanced oversight and advice

63. The Peacebuilding Fund Advisory Group plays an important oversight role and should be strengthened by the expansion of its membership to include the appointment, by the Secretary-General, of additional independent expertise on peacebuilding and early recovery programming.

Regional considerations

64. In recognition of the growing importance of regional and subregional organizations in facilitating, brokering and consolidating peace, and of subregional dimensions in national peacebuilding efforts, consideration should be given to direct Peacebuilding Fund support for such activities.

Predictability of Fund position

65. After nearly two years of operations, the Peacebuilding Fund is now better known and much in demand. An annual pledging conference, as stipulated in the terms of reference, should be held to ensure longer-term donor support.

Annex I

Peacebuilding Fund: cumulative pledges, commitments and deposits as of 30 June 2008

		Pledges[a]		*Commitments*[b]		*Deposits*
Donors	*Donor currency*	*Donor currency*	*United States dollars*[c]	*Donor currency*	*United States dollars*[c]	*United States dollars*
Australia[d]	$A	—	—	3 000 000	2 590 889	1 702 000
Austria	euro	—	—	1 500 000	2 108 550	2 108 550
Bahrain	US$	—	—	10 000	10 000	10 000
Belgium	euro	—	—	2 477 651	3 647 400	3 647 400
Brazil	US$	—	—	20 000	20 000	20 000
Canada[d]	Can$	—	—	20 000 000	18 765 294	18 765 294
Chile[d]	US$	—	—	60 000	60 000	60 000
China[d]	US$	—	—	3 000 000	3 000 000	1 000 000
Croatia[d]	US$	—	—	30 000	30 000	30 000
Cyprus	US$	—	—	20 000	20 000	20 000
Czech Republic	US$	168 180	168 180	50 000	50 000	218 180
Denmark	DKr	—	—	50 000 000	8 878 509	8 878 509
Egypt	US$	—	—	20 000	20 000	20 000
Finland[d]	euro	—	—	3 800 000	4 477 280	4 477 280
France[d]	euro	1 000 000	1 522 500	1 000 000	1 359 100	2 881 600
Germany	US$	—	—	10 000 000	10 000 000	10 000 000
Iceland	US$	—	—	1 000 000	1 000 000	1 000 000
India	US$	—	—	2 000 000	2 000 000	2 000 000
Indonesia	US$	—	—	20 000	20 000	20 000
Ireland	euro	10 000 000	12 600 000	—	—	12 600 000
Italy[d]	euro	—	—	4 000 000	5 766 562	5 766 562
Japan	US$	—	—	20 000 000	20 000 000	20 000
Kuwait[d]	US$	—	—	500 000	500 000	500 000
Libyan Arab Jamahiriya	US$	—	—	50 000	50 000	50 000
Luxembourg[d]	euro	—	—	616 927	853 862	853 862
Mexico	US$	—	—	50 000	50 000	50 000
Morocco	US$	—	—	5 000	5 000	5 000
Netherlands	US$	—	—	18 518 518	18 518 518	18 518 518
Norway[d]	NKr	—	—	200 000 000	32 124 458	32 124 458
Organization of the Islamic Conference	US$	—	—	20 000	20 000	20 000
Poland[d]	US$	—	—	100 000	100 000	100 000
Qatar[d]	US$	—	—	200 000	200 000	200 000
Republic of Korea	US$	—	—	3 000 000	3 000 000	3 000 000
Romania	euro	—	—	100 000	147 210	147 210

Donors	Donor currency	Pledges[a]		Commitments[b]		Deposits
		Donor currency	United States dollars[c]	Donor currency	United States dollars[c]	United States dollars
Russian Federation[d]	US$	4 000 000	4 000 000	—	—	—
Saudi Arabia	US$	500 000	500 000	—	—	500 000
Slovenia	US$	—	—	20 000	20 000	20 000
Spain[d]	euro	—	—	5 600 000	7 448 659	7 448 659
Sweden[d]	SKr	—	—	300 000 000	42 277 710	42 277 710
Thailand	US$	—	—	10 000	10 000	10 000
Turkey[d]	US$	—	—	1 000 000	1 000 000	1 000 000
United Arab Emirates	US$	500 000	500 000	—	—	500 000
United Kingdom[d]	£	—	—	30 000 000	59 754 259	35 897 400
Private donor[e]	US$	—	—	18 933	18 933	18 933
Total (United States dollars)			**19 290 680**		**249 922 193**	**238 467 125**

[a]Pledges: an indication of interest to contribute funds.
[b]Commitments: contribution as per signed letter of agreement.
[c]United States dollar equivalents of pledges and commitments not yet deposited are estimated at United Nations operational exchange rates and are for indicative purposes only.
[d]The donor has made multi-year or multiple pledges, commitments and/or deposits.
[e]Sheikha Haya Rashed Al Khalifa (Bahrain), President of the sixty-first session of the General Assembly.

Annex II

Summary list of Peacebuilding Fund projects approved since 30 June 2007

A. Burundi

Burundi Peacebuilding Fund Steering Committee approval	*Burundi Peacebuilding Fund priority area*	*Government implementation partner*	*Recipient United Nations organization*	*Project number*	*Project title*	*Approved budget (in United States dollars)*
5 July 2007	Security sector	Ministry of Interior and Public Security	UNDP	PBF/BDI/B-4	Support for the Burundi National Police to operate as a local security force	6 900 000
5 July 2007	Democratic governance	Ministry of Youth		PBF/BDI/A-4	Youth participation in social cohesion at the community level	4 000 000
26 October 2007	Security sector	Ministry of National Defence and ex-combatants	UNDP	PBF/BDI/B-5	Promoting discipline and improving relations between the National Defence Force and the population through morale building of the military corps	400 000
29 November 2007	Democratic governance	Ministry of National Solidarity, Repatriation, National Reconstruction, Human Rights and Gender	UNDP	PBF/BDI/A-5	Support for social reintegration of displaced families living in barracks	212 447
29 November 2007	Democratic governance	Ministry of Commerce and Industry	UNDP	PBF/BDI/A-6	Promoting the role of small and microenterprises in peacebuilding	500 000
13 March 2008	Democratic governance	Ministry of Interior and Communal Development	UNDP	PBF/BDI/A-7	Support for the improvement of quality of local public services	3 000 000
13 March 2008	Human Rights	Presidency of the Republic	UNDP	PBF/BDI/C-4	Support for the national consultations on the setting up/establishment of mechanisms of transitional justice in Burundi	1 000 000
Total approved						**16 012 447**

B. Sierra Leone

Sierra Leone Peacebuilding Fund Steering Committee approval	*Sierra Leone Peacebuilding Fund priority area*	*Government implementation partner*	*Recipient United Nations organization*	*Project number*	*Project title*	*Approved budget*
						Nil

C. Liberia

JSC approval date	*Liberia Peacebuilding Fund priority area*	*Government implementation partner*	*Recipient United Nations organization*	*Project number*	*Project title*	*Approved budget (in United States dollars)*
10 June 2008	Critical interventions to promote peace and resolve conflict	Ministry of Justice	UNDP	PBF/LBR/D-1	Rapid rule of law assistance in Grand Bassa County	48 150
10 June 2008	Critical interventions to promote peace and resolve conflict	Ministry of Justice	UNDP	PBF/LBR/D-2	Rapid rule of law assistance in Maryland County	48 150
Total approved						**96 300**

D. Guinea-Bissau

National Steering Committee approval date	*Guinea-Bissau Peacebuilding Fund priority area*	*Government implementation partner*	*Recipient United Nations organization*	*Project number*	*Project title*	*Approved budget (in United States dollars)*
29 May 2008	Improving democratic governance and participation	Secretariat of State for Territorial Administration/ Office of Technical Support to the Electoral Process and National Electoral Commission	UNDP	PBF/GNB/A-1	Support for Guinea-Bissau's electoral cycle — phase 1 (2008)	1 381 889
29 May 2008	Youth training and employment	National Youth Institute/ Ministry of Culture, Youth and Sports, and Ministry of Education and Higher Learning	UNDP	PBF/GNB/D-1	Youth professional training and employment	1 500 000

National Steering Committee approval date	*Guinea-Bissau Peacebuilding Fund priority area*	*Government implementation partner*	*Recipient United Nations organization*	*Project number*	*Project title*	*Approved budget (in United States dollars)*
29 May 2008	Rule of law and security sector reforms	Ministry of National Defence/ Department of Infrastructure/ Management Community	UNOPS	N/A	Rehabilitation of military barracks	1 905 000
29 May 2008	Rule of law and security sector reforms	Ministry of Justice	UNODC	N/A	Strengthening the judicial police (prison reform)	900 000
Total approved						**5 686 889**

E. Peacebuilding Fund emergency projects

Head of PBSO approval date	*Recipient United Nations organization*	*Project number*	*Project title*	*Approved budget (in United States dollars)*
17 August 2007 (ext. 12 May 2008)	UNDP Côte d'Ivoire	PBF/EMER/1	Support for direct dialogue in Ouagadougou and Abidjan	1 000 000
13 September 2007	UNDP Central African Republic	PBF/EMER/2	Inclusive political dialogue	801 975
2 November 2007	UNDP Guinea	PBF/EMER/3	Support for national dialogues in Guinea	963 284
14 December 2007	UNOPS Liberia	PBF/EMER/4	Supporting reconciliation in Nimba County, Liberia	788 644
27 March 2008	UNDP Burundi	PBF/EMER/5	Support the implementation of the Regional Facilitation's plan of action to take further the Burundi peace process	507 000
12 April 2008	UNDP Haiti	PBF/EMER/6	Renforcement de la sécurité à la prison civile de Port-au-Prince, Haïti	800 000
20 June 2008	UNDP Kenya	PBF/EMER/7	Emergency volunteer scheme	1 000 000
Total funds for emergency window projects				**5 860 903**

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Item 46 of the provisional agenda*
2001-2010: Decade to Roll Back Malaria in Developing Countries, Particularly in Africa

2001-2010: Decade to Roll Back Malaria in Developing Countries, Particularly in Africa

Note by the Secretary-General

The Secretary-General hereby transmits a report prepared by the World Health Organization, pursuant to General Assembly resolution 62/180.

Summary

The present report highlights the progress made in meeting the goals concerning malaria to be achieved by 2010 in the context of General Assembly resolution 62/180. The report is based on data collected for the *World Malaria Report 2008*, which will be published in late September 2008. The report presents preliminary analysis of data reported to the World Health Organization (WHO) in late 2007 and additional data collected through surveys, primarily demographic and health surveys, multiple indicator cluster surveys and malaria indicator surveys. The report also presents conclusions and recommendations for the consideration of the Assembly.

Funding and availability of key products for prevention and treatment of malaria have started to increase in the Africa region starting in 2005 and accelerating in 2006. According to data for 2006 from national malaria control programmes, a total of $688 million was spent on malaria in the African region in 2006. This is certain to be an underestimate, because financial data were submitted by only 26 out of 45 countries.

* A/63/150.

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The targets for use of insecticide-treated nets, prompt and appropriate use of antimalarial treatments, and use of intermittent preventive therapy in pregnant women in Africa are 80 per cent or more. Average usage of treated nets across 18 countries where surveys were conducted in 2006 was well below the 80 per cent target: 34 per cent of houses owned an insecticide-treated net and 23 per cent of children under 5 years of age and 27 per cent of pregnant women slept under a treated net. Although this is much below the 2010 target, it is much higher than in previous years and represents a significant achievement. Among 18 national household surveys carried out in the Africa region in 2006, relatively high ownership and usage of insecticide-treated nets, including long-lasting insecticide-treated nets, was found in Ethiopia, Niger, Sao Tome and Principe and Zambia.

Between 2001 and 2006, national malaria control programmes in Africa reported large increases in the number of courses of antimalarial medicines supplied through public health services. In particular, dispensing of artemisinin-based combination therapy treatments increased from 6 million doses in 2005 to 45 million doses in 2006. These figures probably underestimate usage and the exact consumption of artemisinin-based treatments is not known.

In 2006, the average percentage of children under 5 years of age receiving any type of antimalarial treatment for fever in the past two weeks was 38 per cent. The use of artemisinin-based combination therapy was much lower: just 3 per cent of children, on average. Therefore, access to this therapy remains very inadequate.

Recently, *Plasmodium falciparum* malaria parasites that have a reduced susceptibility to artemisinins, possibly heralding resistance, have been detected at the border between Cambodia and Thailand, and malaria vectors in several countries have displayed some degree of resistance to pyrethroids. Therefore, the continuous monitoring of their efficacy in the field and adoption of measures to mitigate the risk of resistance are being considered priorities for malaria control.

From an Africa-wide perspective, there was no evidence that malaria had declined from 2000 to 2006. However, there are two reasons for optimism. First, data available to WHO included data only until 2006; rapid increases in use of insecticide-treated nets and artemisinin-based combination therapy in 2006 and 2007 would not be expected to show their full impact by 2006. Secondly, four low-income countries or parts of countries showed dramatic declines in malaria once high coverage of insecticide-treated nets and antimalarial medicines (and indoor residual spraying of insecticide in some cases) were achieved. In Eritrea, Rwanda, Sao Tome and Principe and Zanzibar, United Republic of Tanzania, the burden caused by malaria appeared to be reduced by 50 per cent or more between 2000 and 2006-2007, thus achieving the morbidity reduction targets. Three other higher-income African countries (Namibia, South Africa and Swaziland) also had significant declines in reported malaria cases.

Within Africa, the large increase in availability of products to prevent and treat malaria in 2006 and 2007 has a reasonable probability of yielding an impact in 2007 and 2008. WHO plans to report back on that data in mid-2009.

In regions outside of Africa, malaria cases fell by 50 per cent over the period 2000-2006 in at least 22 out of 64 countries. Thus, routine surveillance data indicate that at least 29 out of 109 countries around the world are on course to meet targets for reducing the burden caused by malaria by 2010.

I. Background and context

1. A renewed effort to control malaria worldwide, moving towards elimination in some countries, is founded on the latest generation of effective tools and methods for prevention and cure. The advent of long-lasting insecticide-treated nets and artemisinin-based combination therapy, together with a revival of support for indoor residual spraying of insecticide, presents a new opportunity for large-scale malaria control.

2. To accelerate progress in malaria control, the 2005 World Health Assembly set targets of coverage of 80 per cent or more for four key interventions: insecticide-treated nets for people at risk; appropriate antimalarial drugs for patients with probable or confirmed malaria; indoor residual spraying of insecticide for households at risk; and intermittent preventive treatment in pregnancy. The Assembly further specified that, as a result of those interventions, malaria cases and deaths per capita should be reduced by 50 per cent or more between 2000 and 2010 and by 75 per cent or more between 2005 and 2015.

3. The *World Malaria Report 2008* uses data from routine surveillance (in approximately 100 endemic countries) and household surveys (in approximately 25 countries, mainly in Africa) to measure achievements up to 2006 and, for some aspects of malaria control, to 2007 and 2008. In five main chapters, 30 country profiles and seven annexes, the report describes: (a) the estimated burden of the disease in each of the 109 countries and territories where malaria was present in 2006; (b) how policies and strategies recommended by the World Health Organization (WHO) on malaria control have been adopted, by country, by region and globally; (c) the progress made in implementing control measures; (d) the sources of funding for malaria control; and (e) recent evidence that interventions can reduce cases and deaths.

II. Burden of malaria in 2006, by country, by region and globally

4. Half of the world's population is at risk of malaria and an estimated 250 million cases led to nearly 1 million deaths in 2006. An estimated 3.3 billion people were at risk of contracting malaria in 2006. Of this total, 2.1 billion were at low risk (less than 1 estimated case per 1,000 of the population), 97 per cent of whom were living in regions other than Africa. The 1.2 billion at high risk (1 or more cases per 1,000 of the population) were living mostly in the Africa (49 per cent) and South-East Asia (37 per cent) regions as classified by WHO.

5. There were an estimated 247 million episodes of malaria in 2006, with a wide uncertainty interval (5th to 95th centiles) of between 189 million and 327 million cases. Of these, 86 per cent, or 212 million (152 to 287 million) cases, were in the Africa region. Of the cases in Africa, 80 per cent were in 13 countries and over half were in the Democratic Republic of the Congo, Ethiopia, Kenya, Nigeria and the United Republic of Tanzania. Among the cases that occurred outside the Africa region as classified by WHO, 80 per cent were in India, the Sudan, Myanmar, Bangladesh, Indonesia, Papua New Guinea and Pakistan.

6. There were an estimated 881,000 (in the range of 610,000 to 1,212,000) malaria deaths in 2006, of which 91 per cent (801,000, in the range of 520,000 to 1,126,000) were in Africa and 85 per cent were of children under 5 years of age.

7. Estimates of malaria incidence are based, in part, on the number of cases and deaths reported by national malaria control programmes. These case and death reports are far from complete for most countries. A total of 94 million malaria cases was reported by national control programmes in 2006, or 38 per cent of the estimated global case incidence. The true proportion of malaria episodes detected by national control programmes would have been lower than 38 per cent because, in some countries, reported cases include patients that are diagnosed clinically but do not have malaria. National control programmes reported 301,000 malaria deaths, or 34 per cent of estimated deaths worldwide in 2006.

III. Policies and strategies for malaria control

8. National malaria control programmes have adopted many of the policies on prevention and cure recommended by WHO, but with variation among countries and regions. Nearly all of the 45 countries in the Africa region had adopted, by the end of 2006, the policy of providing insecticide-treated nets free of charge to children and pregnant women, but only 16 aimed to cover all age groups at risk. Insecticide-treated nets are also used in a high proportion of countries in the South-East Asia and Western Pacific regions, but in relatively few countries in the other three regions as classified by WHO.

9. Indoor residual spraying is generally used in areas of high malaria transmission. Such spraying is the dominant method of vector control in the European region. It is used in fewer countries in Africa, the Americas and South-East Asia and is used the least in the Western Pacific region.

10. By June 2008, all except four countries and territories worldwide had adopted artemisinin-based combination therapy as the first-line treatment for falciparum malaria. Free treatment with that therapy was available in 8 out of 10 countries in the South-East Asia region, but in a smaller proportion of countries in other regions.

11. The systematic use of intermittent preventive treatment in pregnancy is restricted to the Africa region; 33 of the 45 African countries had adopted the treatment as national policy by the end of 2006.

12. The current highly effective interventions are based on two essential chemical entities: artemisinins and chemical insecticides, which are constantly threatened by the development of parasite and mosquito resistance. Recently *Plasmodium falciparum* malaria parasites with a reduced susceptibility to artemisinins, possibly heralding resistance, have been detected at the border between Cambodia and Thailand and malaria vectors in several countries display some degree of resistance to pyrethroids. Therefore, the continuous monitoring of their efficacy in the field and adoption of measures to mitigate the risk of resistance are being considered priorities in malaria control.

IV. Preventing malaria

13. Despite big increases in the supply of mosquito nets, especially of long-lasting insecticide-treated nets in Africa, the number of nets available is still far below the need in most countries. Between 2004 and 2006, there were modest increases in the supply of conventional insecticide-treated nets to countries in the Africa, South-East Asia and Western Pacific regions, the three regions where nets are most frequently used. By contrast, there was a large increase in the supply of long-lasting insecticide-treated nets to countries in the Africa region, reaching 36 million in 2006.

14. Based on records from national malaria control programmes of supplies of insecticide-treated nets, however, only six countries in the Africa region had sufficient nets (insecticide-treated nets, including long-lasting insecticide-treated nets) by 2006 to cover at least 50 per cent of people at risk. These were Ethiopia, Kenya, Madagascar, Niger, Sao Tome and Principe and Zambia.

15. Among 18 national household surveys carried out in the Africa region in 2006, a relatively high ownership and usage of insecticide-treated nets, including long-lasting insecticide-treated nets, was found in Ethiopia, Niger, Sao Tome and Principe and Zambia. The proportion of family members (children and pregnant women) that slept under an insecticide-treated net was typically smaller than the proportion of households that owned a treated net. There was a wide variation in ownership and use of treated nets among countries: household ownership of at least one net varied from 6 per cent in Côte d'Ivoire to 65 per cent in Niger. Average treated-net coverage across the 18 countries with surveys was far below the 80 per cent target: 34 per cent of households owned an insecticide-treated net, and 23 per cent of children under 5 years of age and 27 per cent of pregnant women slept under one.

16. In regions other than Africa, insecticide-treated nets are usually targeted at high-risk populations. While the size of those targeted populations is not known, data from national malaria control programmes indicate that relatively high coverage (greater than 20 per cent of all people at risk) was achieved in Bhutan, Papua New Guinea, the Solomon Islands and Vanuatu.

17. Targeted indoor residual spraying is used in all regions of the world. In the Africa region, data from national malaria control programmes indicate that more than 70 per cent of households at any risk of malaria were covered in Botswana, Namibia, Sao Tome and Principe, South Africa and Swaziland. In other regions of the world, relatively high coverage (greater than 20 per cent of people at risk) was achieved only in Bhutan and Suriname.

V. Treating malaria

18. The procurement of antimalarial medicines through public health services increased sharply between 2001 and 2006, but access to treatment, especially with artemisinin-based combination therapy, was inadequate in all countries surveyed in 2006. Between 2001 and 2006, national malaria control programmes reported large increases in the number of courses of antimalarial drugs supplied through public health services. In particular, delivery of artemisinin-based combination therapy increased from 6 million doses in 2005 to 49 million doses in 2006, of which

45 million doses were for African countries. These figures probably underestimate usage and the exact consumption of such therapy is not known.

19. According to data from national malaria control programmes, only 16 million rapid diagnostic tests were delivered in 2006, of which 11 million were for countries in Africa, a small quantity in comparison with the number of malaria episodes.

20. Considering drugs supplied in the public sector (through national malaria control programmes) in relation to estimated malaria cases as a measure of potential demand, the African countries best-provisioned with any antimalarial drugs in 2006 were Botswana, the Comoros, Eritrea, Malawi, Sao Tome and Principe, Senegal, the United Republic of Tanzania and Zimbabwe. Among this group of countries, Eritrea, Sao Tome and Principe and the United Republic of Tanzania were also relatively well supplied with artemisinin-based combination therapy treatments.

21. According to national household surveys however, none of the populations of 18 African countries surveyed in 2006 and 2007 had adequate access to antimalarial drugs. Only in Benin, Cameroon, the Central African Republic, the Gambia, Ghana, Uganda and Zambia were more than 50 per cent of all children with fever treated with an antimalarial drug. In no country did access to treatment reach the 80 per cent target and the average across the 18 countries was 38 per cent. The use of artemisinin-based combination therapy was much lower: just 3 per cent of children on average, ranging from 0.1 per cent in Gambia to 13 per cent in Zambia.

22. A subset of 16 national household surveys found that intermittent preventive treatment (2 or more doses of sulfadoxine-pyrimethamine) was used most frequently by pregnant women in the Gambia, Malawi, Senegal and Zambia (33 to 61 per cent), and by an average of 18 per cent of women in all 16 countries.

23. In regions other than Africa, access to treatment is more difficult to judge: household surveys that include questions on treatment for malaria are much less common and, as in Africa, national control programmes do not report on diagnosis and treatment in the private sector. Nevertheless, as far as can be judged from data from national malaria control programmes, the countries relatively well provisioned with antimalarial drugs were Bhutan, the Lao People's Democratic Republic, Vanuatu and Viet Nam.

VI. Financing malaria control

24. Funding for malaria control in 2006 was reported to be higher than ever before, but it is not yet possible to judge from the budgets of national malaria control programmes which States have adequate resources for malaria control. According to data from national malaria control programmes for 2006, the Africa region had more funds for malaria control than any other and reported a larger increase in funding than any other region between 2004 and 2006. However, the total of $688 million for the Africa region in 2006 is certain to be an underestimate, because reports were submitted by only 26 of 45 countries. The $4.6 available per (estimated) malaria case in the 26 reporting countries is unlikely to be adequate to meet targets for prevention and cure.

25. The major sources of additional funds for African States between 2004 and 2006 were reported to be the national Governments of the affected countries and the

Global Fund to Fight AIDS, Tuberculosis and Malaria. These two sources dominated funding for malaria control in the Africa region and worldwide in 2006.

26. The balance of funding support varied among the regions as classified by WHO. In the Americas, the European and the South-East Asia regions, the majority of funds were from the Governments of countries where malaria is endemic. In the Eastern Mediterranean and Western Pacific regions, the Global Fund was reported to be the principal source of financial support. The Western Pacific region placed greatest reliance on external funding, followed by the Africa and Eastern Mediterranean regions. Countries in the Africa region presented the most diverse portfolio of support from external agencies.

VII. Impact of malaria control

27. Some States that have implemented aggressive programmes of prevention and cure, in Africa and in other regions, have reported significant reductions in the burden created by malaria. While the effect of malaria control can be evaluated by repeated population surveys (concerning parasite prevalence, malaria-specific mortality or all-cause mortality) the present report focuses on the inferences that can be drawn from national surveillance reports.

28. Among 41 African States that provided case and death reports over the period 1997-2006, the most persuasive evidence for impact comes from four countries, or parts of countries, with relatively small populations, good surveillance and high intervention coverage. These are Eritrea, Rwanda, Sao Tome and Principe and Zanzibar (United Republic of Tanzania). All four countries or areas reduced the burden caused by malaria by 50 per cent or more between 2000 and 2006/2007, in line with targets set by the World Health Assembly.

29. In other African countries where a high proportion of people have access to antimalarial drugs or insecticide-treated nets, such as Ethiopia, the Gambia, Kenya, Mali, Niger and Togo, routine surveillance data do not yet show, unequivocally, the expected reductions in morbidity and mortality. Either the data are incomplete or the effects of the interventions are small.

30. The reportedly high coverage of indoor residual spraying in Namibia, South Africa and Swaziland is consistent with the observed declines in case numbers in these countries and evidently builds on earlier successes achieved with indoor spraying.

31. Surveillance reports for many countries outside of Africa indicate that malaria declined during the decade 1997-2006. Malaria cases were falling in at least 25 of the 64 endemic countries in five regions as classified by WHO. In 22 of these countries, the number of reported cases fell by 50 per cent or more between 2000 and 2006/2007, in line with targets set by the World Health Assembly.

32. The recorded number of malaria deaths has fallen in at least six countries in the Americas, the South-East Asia and the Western Pacific regions. These countries are Cambodia, the Lao People's Democratic Republic, the Philippines, Suriname, Thailand and Viet Nam and all six are on course to meet targets set by the World Health Assembly for reductions in malaria mortality by 2010.

33. Reductions in cases and deaths can be linked to specific interventions in some countries, for example the targeted use of insecticide-treated nets in Cambodia, India, the Lao People's Democratic Republic and Viet Nam. In general, however, the links between interventions and trends remain ambiguous and more careful investigation of the effects of control are needed in most countries.

34. WHO has identified four phases on the path to malaria elimination. As at July 2008, the 109 countries and territories affected by malaria were classified as follows: control (80), pre-elimination (12), elimination (11) and the prevention of reintroduction (6). In January 2007, the United Arab Emirates was the first formerly endemic country since the 1980s to be certified malaria-free by WHO, bringing the total number of malaria-free countries to 93.

VIII. Conclusions and recommendations

35. **In the Africa region, funding, products and activities for malaria control dramatically increased in 2005 and 2006.**

36. **Approximately one quarter to one third of people at risk of contracting malaria have access to insecticide-treated nets in their homes as at 2006. This is much lower than the coverage target of more than 80 per cent. Use of treated nets by children and pregnant women is lagging possession of treated nets in households: that is, some households have insecticide-treated nets but they are not being used by children and pregnant women (those most at risk).**

37. **Only an average of 3 per cent of children with fever received treatment with artemisinin-based combination therapy. Insufficient doses of such therapy were delivered to States, but stock-outs at the health-facility level and insufficient access to delivery points probably also contributed.**

38. **Coverage of pregnant women with two doses of intermittent preventive treatment is also very low (18 per cent) compared to the target of above 80 per cent.**

39. **Use of indoor residual spraying has increased. The optimal mixture of indoor spraying and use of long-lasting insecticide-treated nets is a topic of ongoing investigation.**

40. **On a continent-wide basis in the Africa region, there was no evidence that malaria cases and deaths were declining as at 2006. However, those countries and parts of countries with high levels of intervention coverage showed dramatic declines in cases and deaths, including Eritrea, Rwanda, Sao Tome and Principe and Zanzibar (United Republic of Tanzania).**

41. **While the link between interventions and their effects is not always clear, at least 7 African countries and areas with relatively small populations, good surveillance and high intervention coverage reduced malaria cases and deaths by 50 per cent or more between 2000 and 2006/2007. In at least 22 countries in other regions of the world, malaria cases fell by 50 per cent over the period 2000-2006. Thus routine surveillance data indicate that at least 29 countries around the world are on course to meet targets for reducing the burden of malaria by 2010. However, deeper investigations are needed to verify reductions.**

42. Many countries in the Africa region were not able to provide data to WHO on inpatient malaria cases and deaths, nor on trends in laboratory-based indicators (the number of laboratory-confirmed malaria cases and slide positivity rate). Few countries had data on impact from other sources, such as surveys or vital event registration.

43. Member States may wish to consider the following recommendations:

(a) More funding is needed for the financing of long-lasting insecticide-treated nets, artemisinin-based combination therapy, and indoor residual spraying activities if the 2010 malaria targets and 2015 malaria and Millennium Development Goal targets are to be reached on time;

(b) Countries and partners need to ensure that drug- and insecticide-resistance testing is fully operational in order to protect current insecticides and artemisinin-based combination therapy;

(c) Countries and partners need to strengthen health information systems so that impact and logistics data are monitored continuously at national, district and health-facility levels;

(d) Malaria partners need to resolve current financial and delivery bottlenecks that are responsible for stock-outs of long-lasting insecticide-treated nets, artemisinin-based combination therapy treatments, and rapid diagnostic tests at the national level;

(e) Malaria programme management at the country level needs to be strengthened to address stock-outs of long-lasting insecticide-treated nets, artemisinin-based combination therapy treatments, and rapid diagnostic tests at health facilities and low use of insecticide-treated nets.

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United Nations Voluntary Fund for Victims of Torture

Report of the Secretary-General

Summary

The present report, which is submitted in accordance with General Assembly resolutions 36/151, 61/153 and 62/148, describes the recommendations for grants to beneficiary organizations that were adopted by the Board of Trustees of the United Nations Voluntary Fund for Victims of Torture at its twenty-seventh and twenty-eighth sessions. The report also provides information on policy decisions adopted by the Board in implementation of the recommendations made by the Office of Internal Oversight Services (see E/CN.4/2005/55) with a view to further enhancing the activities of the Fund.

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I. Introduction

A. Submission of the report

1. The present report was prepared in accordance with the arrangements approved by the General Assembly in its resolution 36/151, by which it established the United Nations Voluntary Fund for Victims of Torture. It presents the recommendations adopted by the Board of Trustees of the Fund at its twenty-seventh and twenty-eighth sessions, held in Geneva from 22 to 26 October 2007 and from 6 to 8 February 2008. The United Nations High Commissioner for Human Rights approved these recommendations on behalf of the Secretary-General. The present report complements the report on the activities of the Fund submitted to the Human Rights Council at its seventh session in March 2008 (A/HRC/7/50).

B. Mandate of the Fund

2. The Fund receives voluntary contributions from Governments, non-governmental organizations and individuals. In accordance with the practice established by its Board of Trustees in 1982, the Fund provides grants to non-governmental organizations that submit projects involving medical, psychological, social, financial, legal and humanitarian or other forms of assistance to torture victims and their relatives.

C. Board of Trustees

3. The Secretary-General administers the Fund through the Office of the United Nations High Commissioner for Human Rights with the advice of a Board of Trustees composed of five members acting in their personal capacity and appointed by the Secretary-General with due regard to equitable geographical distribution and in consultation with their Governments. In August 2005, the Secretary-General appointed the following members for a period of three years, renewable once: Krassimir Kanev (Bulgaria), Sonia Picado (Costa Rica), Savitri Goonesekere (Sri Lanka), Joseph Oloka-Onyango (Uganda) and Derrick Pounder (United Kingdom of Great Britain and Northern Ireland). On 27 March 2008, Ms. Picado resigned as member and Chairperson of the Board of Trustees.

4. The Board held its twenty-seventh session in Geneva from 22 to 26 October 2007 to examine applications for funding and make recommendations on grants to be allotted to beneficiary organizations for the period from January to December 2008.[1] In addition, at its twenty-eighth session, held from 6 to 8 February 2008, the Board mainly discussed policy issues, thus following up on recommendation 7 (a) of the Office of Internal Oversight Services (OIOS),[2] in which the Office called on the Board to put policy issues at the top of its agenda, especially policies regarding

[1] See A/HRC/7/50.

[2] See E/CN.4/2005/55, para. 76.

priority setting and impact assessment. At its twenty-eighth session, the Board also awarded grants for projects from priority regions, which had been left pending a decision at its twenty-seventh session owing to the insufficient information available at that time.

D. Admissibility criteria

5. Project admissibility criteria, outlined in the Fund's guidelines, require that a project be presented by a non-governmental organization. The beneficiaries must be direct victims of torture and/or direct family members. Priority is given to projects providing direct assistance to torture victims. This could consist of medical or psychological assistance; help with social or financial reintegration through vocational training for victims; or legal assistance to seek redress for victims or members of their families or to process asylum-seekers claims. Depending on available funding, the Fund may finance projects to organize training programmes, seminars or conferences to allow health-care professionals or other service providers to exchange best practices. Grant requests for projects involving investigation, research, studies, publications or similar activities are not, however, admissible.

6. The Fund can provide emergency assistance to individuals in countries where no project is receiving support. This type of request is examined according to a specific procedure outlined in the guidelines. Detailed information on the various types of assistance provided through the projects financed by the Fund, as well as their impact on beneficiaries, can be found in the report of the Secretary-General to the General Assembly at its fifty-eighth session (A/58/284, paras. 27-34).

II. Financial situation of the Fund

Contributions and pledges received

7. Since the last report of the Secretary-General to the General Assembly on the activities of the Fund (A/62/189), contributions and pledges were received as per the table below. They will enable the Board to make recommendations for grants at its twenty-ninth session, to be held from 13 to 17 October 2008. Grants recommended at the next session of the Board will be disbursed in January 2009 for the year from 1 January to 31 December 2009.

Table 1
Contributions and pledges received from 3 October 2007 to 30 June 2008

Donors	*Amount (in United States dollars)*	*Date of receipt*
States		
Algeria	5 000	10 January 2008
Bulgaria	2 000	11 December 2007
Canada	60 036	2 January 2008
Czech Republic	17 042	14 December 2007
Denmark	417 536	19 May 2008

Donors	*Amount (in United States dollars)*	*Date of receipt*
Hungary	7 204	27 November 2007
Kuwait	10 000	2 November 2007
Netherlands	1 119 970	24 December 2007
The former Yugoslav Republic of Macedonia	2 000	7 January 2008
Switzerland	85 170	9 October 2007
Venezuela (Bolivarian Republic of)	5 000	4 December 2007
Individuals		
Maran, Rita	50	4 December 2007
Thomas and Ingeruth Frankl	360	23 November 2007
Total contributions	**1 731 668**	
Pledges		
States		
Belgium	147 492	28 December 2007
France	315 457	14 April 2008
Ireland	378 214	3 March 2008
Liechtenstein	24 084	13 June 2008
Luxembourg	29 154	10 January 2008
Norway	194 552	5 May 2008
Saudi Arabia	25 000	6 February 2008
Serbia	2 500	1 January 2008
Total pledges	**1 116 543**	

8. As of 2007, there has no longer been a specific call for proposals for priority regions, although applications from those regions received during the standard call for proposals (January-April) that are not ready to be considered during the regular grant allocation session in October every year are considered at the February session in the following year.

Table 2
Grants awarded between 2004 and 2008, by region
(In United States dollars)

	2004	*Percentage*	*2005*	*Percentage*	*2006*	*Percentage*	*2007*	*Percentage*	*2008*	*Percentage*
Africa	456 000	6.98	295 500	5.42	407 500	7.03	640 000	10.37	1 205 000	14.04
Asia	538 000	8.24	497 500	9.12	465 400	8.03	556 000	9.01	853 500	9.94
Eastern Europe	560 500	8.58	474 000	8.69	606 500	10.46	771 000	12.49	1 215 000	14.16
Latin American and Caribbean States	838 000	12.83	699 000	12.81	762 500	13.15	665 000	10.77	992 500	11.56
Western European and other States	4 140 000	63.38	3 489 500	63.96	3 557 000	61.34	3 541 500	57.37	4 316 700	50.30
Total allocated by the Board	**6 532 500**		**5 455 500**		**5 798 900**		**6 173 500**		**8 582 700**	
Total amount paid to organizations	**6 220 500**		**4 835 000**		**5 793 900**		**6 133 910**		[a]	

[a] The final amount paid in 2008 is not yet available as some grants recommended at the twenty-eighth session of the Board, in February 2008, are still pending since some pre-screening visits are still in progress.

9. The level of funding allotted increased by 31 per cent between 2004 and 2008, as shown in table 3. It should be noted, however, that during the period from 2005 to 2007, the Fund implemented recommendation 10 of OIOS[2] and changed the funding cycle in order to allocate grants for a future period rather than for one that had already passed. During this three-year period, grants were allocated for 18 months rather than for 12 months, which has had an impact on the total level of funding allotted each year.

Table 3
Level of funding allotted compared to 2004
(In United States dollars)

Year	*Total allocated*	*Difference compared to 2004 (Percentage)*
2004	6 532 500	
2005	6 455 500	-16.5
2006	5 798 900	-11.2
2007	6 173 500	-5.5
2008	8 582 700	+31

Table 4
Level of grants paid compared to 2004
(In United States dollars)

Year	*Total paid*	*Difference compared to 2004 (Percentage)*
2004	6 220 500	
2005	4 835 000	-22.3
2006	5 793 900	-6.9
2007	6 133 910	-1.39

10. During the reporting period, the Board made an effort to attain a greater geographical balance in grant allocation. Table 5 shows that, between 2004 and 2008, the level of funding to projects in Africa and Eastern Europe increased by 7 per cent and by 5.5 per cent, respectively, whereas the level of support to projects in the Western European and other States during the same period decreased by 13 per cent.

Table 5
Grant allocation in 2004 and 2008, percentage by region

Region	*2004*	*2008*	*Difference*
Africa	6.98	14.04	+7.06
Asia	8.24	9.94	+1.7
Eastern Europe	8.58	14.16	+5.58
GRULAC	12.83	11.56	-1.27
WEOG	63.38	50.30	-13.08

III. Twenty-eighth session of the Board of Trustees

11. The twenty-eighth session of the Board was dedicated to the discussion of policy issues, including the issuance of the revised guidelines for the use of organizations during 2008. A number of grants were also awarded to projects located in priority regions.

A. Recommendations adopted by the Board

12. During the twenty-eighth session, the Board allocated $1,219,100 to 43 projects for priority regions that were examined at the twenty-seventh session but found not to be ready for funding. The Board also recommended that an additional amount of $665,400 be set aside for intersessional grants for 2008.

B. Revised guidelines for the use of organizations

13. The Board issued a revised version of its guidelines to be used by organizations in 2008, including new decisions on admissibility criteria for projects. The Board decided that requests for funding for flyers to disseminate information on the provisions of the Convention against Torture and its Optional Protocol, witn a view to ensuring access to justice for victims of torture, are now admissible. The Board also decided that requests for the upgrading of premises of organizations where direct assistance is provided are admissible and to continue its policy of not providing grants for speakers' fees.

14. The Board further decided that grantees should identify in-kind contributions in order to enable the secretariat to determine its future policy in this regard.

C. Policy decisions

15. Pursuant to OIOS recommendation 6 (b),[2] the Board discussed the issue of multi-year funding. While taking into account the fact that funding of grantees is subject to the availability of funds on a yearly basis, the Board approved the principle of multi-year funding, which would be decided upon in conjunction with certain criteria. The agreed criteria established by the Board are that eligible organizations would be relatively small, with a high degree of dependence on and an established relationship with the Fund. The organizations identified should also be in full compliance with the requirements of the Fund. Multi-year funding could be granted for a rolling period of three years, although the organizations would have to submit reports and applications on a yearly basis.

16. The Board endorsed a proposal from the Secretariat containing suggestions on how to strengthen the capacity of grantees. The Board has requested that the Secretariat provide it with the number of projects requiring capacity-building at its next session in October 2008.

17. The Board has decided to resume its practice of meeting with grantees. It has requested that the Secretariat organize meetings between selected grantees, the Board and donors at its twenty-ninth session. The Board would prefer to meet with grantees based in developed countries supporting projects in developing countries. It has further requested that the Secretariat identify projects in countries of the Commonwealth of Independent States, with a view to organizing a networking meeting with the Board during its thirtieth session, in February 2009.

18. During the twenty-eighth session, the Board held a meeting with Member States which was attended by 15 delegations, including representatives of the European Commission. The Board provided extensive information on its latest activities, including grants allocated and policy issues adopted, in particular those relating to multi-year funding and capacity-building of grantees, with a view to finalizing the implementation of all outstanding OIOS recommendations. The Board highlighted the fact that while it encouraged unearmarked funding to the Office of the United Nations High Commissioner for Human Rights (OHCHR), it believed that the trust funds of the Office had specific needs and that donors should continue to earmark their contributions to them.

IV. Outstanding recommendation of the Office of Internal Oversight Services

19. As a result of the work undertaken during the reporting period, OIOS considers that two of its three recommendations (6 (b) (multi-year funding) and 7 (d) (interaction with donors)) have been implemented and that recommendation 9 (strengthened management system) is being implemented.

20. OIOS has commended the considerable enhancements made to the administration of the Fund since its evaluation in 2004,[2] noting that the changes with regard to grant allocations, funding cycles, role and working methods of the Board, internal management, and donor relations will enhance overall efficiency and effectiveness of the Fund, which is crucial if it is to continue to make a positive difference in the lives of victims of torture. The Board considers the process of implementing the recommendations arising from the evaluation to have been both interesting and useful.

Recommendation 9: strengthened management system

21. For the first time, applications for grants for 2009 were received through the online grant system of the Fund. During the period of the call for online applications, the secretariat offered a direct technical assistance service via e-mail to all organizations using the system and replied to multiple queries from potential grantees. The call for applications was extended beyond the established deadline of 1 April 2008 in order to allow organizations facing technical difficulties to submit online. In the end, on an exceptional basis, owing to extreme technical difficulties, a limited number of organizations were allowed to submit their applications for 2009 on paper.

22. During the reporting period, the Secretariat continued working on the further development of the internal administration module of the grant management system of the Fund. Between November 2007 and June 2008, historical data on all grants ever allocated by the Board and details on all organizations that have submitted requests for funding since its first session in 1983 were entered into an internal administration module.

23. It is expected that the development of the external application module for grantees will be completed by the end of 2008 with the addition of features such as the revision of proposed budgets and the acknowledgement of the receipt of grants. The reporting module will be closely linked to the existing application and will be developed during 2009 so that it may be ready for grantees to report on the use of 2009 grants by April 2010.

24. OIOS considers the implementation of the above recommendation to be in progress, and has urged OHCHR to finalize completion of the management system in order to enhance the efficiency and effectiveness of the operations of the Fund.

V. International Day in Support of Victims of Torture

25. On 26 June 2008, OHCHR, the Committee against Torture, the Subcommittee on Prevention of Torture, the Special Rapporteur of the Human Rights Council on torture and other cruel, inhuman or degrading treatment or punishment, the Special Rapporteur of the Human Rights Council on violence against women, its cause and consequences and the Board of Trustees of the United Nations Voluntary Fund for Victims of Torture made the following joint statement to commemorate the International Day in Support of Victims of Torture:

> The year 2008 marks the sixtieth anniversary of the adoption of the Universal Declaration of Human Rights, the foundation of international human rights law, article 5 of which states that "No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment". Successive human rights treaties have built on this provision. However, despite the comprehensive legal framework to confront torture, six decades after the Universal Declaration much remains to be done to ensure that everybody is free of this scourge.
>
> The adoption of the Universal Declaration sent a clear and unequivocal message — that dignity and justice were for all, including of course for women. Sixty years on, we call upon States to reaffirm their resolve to ensure that the torture protection framework is applied in a gender-sensitive manner, to help to end violence against women; to ensure that mechanisms and targeted efforts are put in place to prevent, investigate and punish acts of violence against women; and to provide full access to justice and effective remedies, including health services and rehabilitation for the harm they have suffered.
>
> Women fall victim to torture in different ways, as highlighted by Secretary-General Ban Ki-moon's global campaign to end violence against women, launched in February 2008, and by other recent initiatives concerning violence against women, such as the United Nations Action against Sexual Violence in Conflict initiative. Certain forms of gender-specific violence perpetrated by State actors, as well as by private individuals or organizations, clearly amount to torture, and it is now recognized that gender-specific violence falls within the definition of torture in the Convention against Torture. The global campaign to end violence against women, when viewed through the prism of the international legal framework prohibiting torture, can be strengthened: there needs to be a broader scope of prevention, protection, justice and reparation for victims, including access to international assistance, than currently exists.
>
> Women deprived of their liberty are particularly vulnerable to sexual violence, which often carries with it a strong stigma exacerbating the suffering stemming from the violent acts. Female detainees also have a number of special needs and face specific challenges that must be taken into account in all protection and prevention efforts.
>
> Persons with disabilities often find themselves excluded from the protection afforded under international instruments. Therefore, the entry into force, on 3 May 2008, of the Convention on the Rights of Persons with Disabilities and its Optional Protocol is particularly welcome. The Convention not only reaffirms the right of all to be free from torture, cruel, inhuman,

degrading treatment or punishment, but requires States parties to take all effective legislative, administrative, judicial or other measures to prevent persons with disabilities from being subjected to these repellent practices.

On this International Day in Support of Victims of Torture, we again pay tribute to all Governments, civil society organizations, national human rights institutions and individuals engaged in activities aimed at preventing torture, punishing those responsible for it and ensuring that all victims obtain redress and have an enforceable right to fair and adequate compensation, including the means for as full a rehabilitation as possible. We express our gratitude to all donors to the United Nations Voluntary Fund for Victims of Torture. We call on all States, in particular those which have been found to be responsible for widespread or systematic practices of torture, to contribute to the Voluntary Fund as part of a universal commitment for the rehabilitation of torture victims.

Finally, we urge all Member States to join the 35 States that have so far ratified the Optional Protocol to the Convention against Torture and to engage with the Subcommittee on Prevention of Torture.

VI. How to make a contribution to the Fund

26. Contributions to the Fund should always be marked as follows: "payee: United Nations Voluntary Fund for Victims of Torture, account CH". Payments may be made either by bank transfer: (a) in United States dollars to "United Nations Geneva General Fund", account No. 485001802, J.P. Morgan Chase Bank, International Agencies Banking, 1166 Avenue of the Americas, 17th floor, New York, NY 10036-2708, United States of America (Swift code: CHAS US 33; ABA code: 021000021); (b) in euros to "United Nations Office at Geneva", account No. 23961901, J.P. Morgan Chase Bank, 125 London Wall, London EC2Y 5AJ, United Kingdom (Swift code: CHAS GB 2L, Sorting code: 60-92-42, IBAN: GB25 CHAS 6092 4223 9619 01); (c) in pounds sterling to "United Nations Office at Geneva", account No. 23961903, J.P. Morgan Chase Bank, 125 London Wall, London EC2Y 5AJ, United Kingdom (Swift code: CHAS GB 2L, Sorting code: 60-92-42, IBAN: GB25 CHAS 6092 4223 9619 03); (d) in Swiss francs to "United Nations Geneva General Fund", account No. 240-C0590160.0, UBS, rue du Rhône 8, Geneva 2, Switzerland (Swift code: UBSW CH ZH 12A; IBAN: CH65 0024 0240 CO59 0160 0); (e) in any other currency to "United Nations Geneva General Fund", account No. 240-C0590160.1, UBS, rue du Rhône 8, Geneva 2, Switzerland (Swift code: UBSW CH ZH 12A; IBAN: CH65 0024 0240 CO59 0160 1); (f) or by cheque payable to "United Nations" addressed to: Trésorerie, Nations Unies, Palais des Nations, CH 1211 Geneva 10, Switzerland. Donors are requested to inform the Secretariat of the Fund and the Resource Mobilization Unit of the Office of the High Commissioner for Human Rights when a payment has been made (a copy of the bank transfer order or of the cheque would be appreciated) to facilitate effective follow-up on the official recording procedure and preparation of the Secretary-General's reports.

VII. Conclusions and recommendations

27. **Pursuant to the appeals by the General Assembly and the Board of Trustees of the Fund, donors are invited to pay their contributions to the Fund before the regular allocation period so as to enable the Board to take them into account at its twenty-ninth session, in October 2008.**

28. **The General Assembly and the Board of Trustees have also urged regular donors to increase their contributions, if possible, in order to provide the Board with the resources required to meet the growing needs of torture victims and the members of their families.**

29. **The Board strongly encourages Governments that have not yet contributed to the Fund to do so for the first time, preferably before September 2008.**